1	UNITED STATES DISTRICT COURT					
2	WESTERN DISTRICT OF WASHINGTON AT SEATTLE					
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4	JOHN BOEO (3	047 0470 11 0				
5	JOHN DOES, et al.,) C17-0178-JLR)				
6	Plaintiffs,)) SEATTLE, WASHINGTON)				
7	V.)) February 20, 2019)				
8	DONALD TRUMP, et al.,	Telephonic Discovery Conference				
9	Defendants.					
10)					
11	JEWISH FAMILY SERVICES, et))				
	al.,)					
12	Plaintiffs,)					
13	V .)					
14	DONALD TRUMP, et al.,)					
15	Defendants.)					
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17	VERBATIM REPORT OF PROCEEDINGS					
18	BEFORE THE HONORABLE JAMES L. ROBART UNITED STATES DISTRICT JUDGE					
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21	APPEARANCES:					
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23	For the Plaintiffs: Justin B.	. Cox				
24	Internati Project	ional Refugee Assistance				
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	Stenographically reported - Transcript produced with computer-aided technology					

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1 THE COURT: Good morning, counsel, this is Judge 2 May I have appearances by the two lawyers who are 3 going to be speaking? MR. COX: Good morning, Your Honor. This is Justin 4 5 Cox, I'll be speaking for the plaintiffs in these 6 consolidated cases. 7 THE COURT: Thank you. 8 MR. DUGAN: Good morning, Your Honor. Joseph Dugan, 9 with the Department of Justice Civil Division, on behalf of 10 the defendants. 11 THE COURT: Thank you, counsel. Good morning. 12 Thank you for participating in the letter briefing, Western District procedure. We find many times we can 13 14 resolve these matters more expeditiously. And so we tend to 15 do this. 16 I want to do this a bit differently, in that I'm going to 17 give you some tentative conclusions that we've reached, and 18 then I'm going to ask each side some questions. And my 19 thought is that you'll have a better idea how to answer the questions and what are the court's real concerns if I do 20 21 that. 22 First, in regards to the depositions, it seems to me that

First, in regards to the depositions, it seems to me that the government is contending that the deliberative-process privilege protects the questions that are being asked in the depositions. That's subject to that four-part test. And we

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have two depositions in this. In regards to Ms. Gauger, that appears to us to not be subject to the privilege; and consequently, we probably would allow those questions.

In regards to Ms. Higgins, I don't think that the plaintiffs have put forth a sufficient showing, at least at this point. And so we would be inclined to allow or credit those objections.

And then you also raised this question in regards to this one issue in which the law enforcement privilege is alleged. And, frankly, I don't think we have enough knowledge about that to be able to rule. But having read the plaintiffs' letter, it's not clear to me that they're asking the court to do anything in regards to it. So, if you are, I need to know that. And then, secondly, it may be that we just need to send it out here and let me take a look at it and see how it relates to the claimed privilege.

So, with that as some basis for where I am, I'm going to start, Mr. Cox, with you. Will you explain to me, with some detail and precision, how your questions to Ms. Higgins relate to either mootness or jurisdiction?

MR. COX: Yes, Your Honor. So the questions to Ms. Higgins are -- well, backing up slightly. So with regards to the agency memo, the defendants and their counsel have represented repeatedly that the SAO distinction was a product of this working group's review and report.

The NPR article on which Barbara Strack, who reported directly to Ms. Higgins, demonstrates that those representations were, at best, misleading. And that, in fact, the SAO suspension was dictated by the White House on its concerns relating specifically to Somali refugees.

Now, one question we have is whether or not -- essentially how far those instructions went. We don't know, for example, if these instructions are why our Somali refugee clients, why their cases are not moving. We don't know if there are other such instructions that were effectively laundered through this agency-memo process.

And so we think that the fact that the defendants have --we think defendants have put this at issue by making these
factual representations to the court about the role of the
working group's review. And so we think they've put it at
issue. And so it seems a little odd to us that they're now
claiming that they can't test with the very factual
representations they made to this court, when here there's
clear evidence that those factual representations were at
least incomplete.

THE COURT: It seems to me that you're well off into "merits land" here, counsel.

MR. COX: Well, Your Honor, there's certainly the case that the nature of the legal violation is going to have a bearing on the relief that's necessary to remedy it. At

some point it's certainly true that the two inquiries are somewhat related. But the standard of relevance here -- and to be clear, defendants are not claiming this is not relevant, they were quite explicit in the deposition that they were not making a relevance objection. And given that they've put it at issue, we think it's not privileged.

THE COURT: You state in your letter, "Plaintiffs need to understand why the agency memo suspended refugee processing, to understand whether defendants fully complied with the preliminary injunction."

Try me one more time here. Explain that statement to me.

MR. COX: Sure. So if the SAO suspension, if the real purpose of the SAO suspension was to target Somali refugees -- and as, you know, the public reporting demonstrates that Somalia is on the list of eleven countries that have to get this extra security check, if the purpose of the SAO suspension was really to target Somalis, then we -- knowing that is going to inform us, the way that we look at the way they implemented the injunction and what's been happening to the Somali refugee clients since then. That's why we think that it's relevant, Your Honor.

THE COURT: All right. Let me give you one more chance to boost your record here. If your questions concerning why the agency suspended refugees process in the first place go to your underlying claims, then it seems to me

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    that that's really the question of the government's
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    implementation of the preliminary injunction. And that
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    throws me back into merits. Why am I wrong on that? Other
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    than I've probably just confused you with what I said.
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             MR. COX: I do confess a little confusion, Your
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    Honor.
            But I think -- well, what I'll say --
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             THE COURT: Let me try this: It seems to me that why
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    the agency suspended the refugee process, that question goes
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    to your underlying claims and not to the government's
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    implementation of the preliminary injunction. Why am I wrong
    with that?
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             MR. COX: I think that Your Honor is -- I would not
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    disagree -- I guess what I'll say is this, Your Honor:
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    Whether or not the case is moot depends on a few factors.
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    One of them is whether or not the effects of the suspension
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    are continuing. And the effects can be continuing because
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    defendants violated the preliminary injunction. And I think
    that we'll be briefing that at some point in the future.
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                                                               But
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    that's not the only reason that the case can -- the effects
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    of the suspension could be continuing.
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        And it's concerning to us that the government and counsel
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    represented something to the court and to the world about why
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    the suspension was taking place, that it doesn't look like is
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    true. And so this isn't a long line of questioning that we
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want to ask. We just simply want to ask Ms. Higgins, like,

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isn't it true that the White House directed this? What else did they direct? Because we think that it is relevant to the question of whether or not the suspension, the SAO suspension in particular, whether or not the effects of it are continuing to this day, such that this case is not moot, regardless of whether or not it relates specifically to the implementation of the preliminary injunction.

THE COURT: All right. Let's move on to the document for a moment. Are you moving to compel production? You don't say that in your letter.

MR. COX: Yeah, we got sandbagged on this one a little bit, Your Honor. On Sunday we e-mailed with opposing counsel, and we all seemed to agree that the issues that were going to be addressed were the privilege issues that we addressed in our memo. And the first time that we knew that defendants wanted to brief this issue is when we saw it in the letter brief -- in their letter brief.

So the document they're talking about is a spreadsheet that was first produced, I don't know, six months ago, maybe. And the columns that they have redacted, they have never -- the very first time they claimed that that column was privileged was in the letter brief to Your Honor. It had never appeared on any of defendants' privilege logs. And so we think that is -- and so on February 4th when defendants produced the documents that this court ordered them to

produce, following the grant of the motion to compel, they reproduced that spreadsheet and listed some redactions, but not that column.

And so we brought it to their attention on February 5th that that document -- we don't understand why that document continued to have redactions. On Sunday we exchanged e-mails with opposing counsel, and we were informed that defendants were still working on their position as to that document. And the very first time that they articulated that position, again, was in the letter briefing.

And so we certainly think that the document should be produced. We'd like it to be produced immediately so that we can question the witness that we have here today, if need be, about it. But, that said, Your Honor, I certainly appreciate what Your Honor said about not having sufficient information to rule on this. So if the court is not inclined to order it to be produced immediately because of the failure for six months to claim privilege, then we would certainly request the opportunity to brief the issue.

THE COURT: All right. Mr. Dugan, I'd like you to address the document for a moment, then I'll give you a chance to talk about the deposition question. What's the government's position on the document?

MR. DUGAN: We have a slightly different view of the chronology from the plaintiff. The reason why we included

this very short discussion in our letter brief was because we were under the impression that plaintiffs were going to bring this matter to the court's attention in their letter brief. And the reason we were under that impression is because in 4 the e-mail exchange that Mr. Cox mentioned, I understood the plaintiffs to be saying if we did not list the redaction, they were going to bring the documents to the court's attention.

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It is possible that I misread or misunderstood Mr. Cox's e-mail. But since this call was set up and since the letter brief was set up, we inferred, on the defense side, that if we didn't get the redaction off the document in time, this would end up in plaintiffs' letter. So we just wanted to make sure we included a discussion, albeit a fairly abbreviated discussion of the issue in our letter.

The government's position is that if the plaintiffs are open to a further meet-and-confer type discussion about dates and redactions, we can do that. If the plaintiffs would like to submit the documents for the court's inspection, I don't think we would have any problem with that. But the redacted column is sensitive for the reasons that I briefly discussed in the letter. But I appreciate that it's difficult for the court to assess, I guess the fulsomeness of our concerns, if the court doesn't have the document in front of the court.

But from the government's perspective, it doesn't -- we're

1 not asking the court to rule on this. This is essentially a protective insertion in our brief. 2 3 THE COURT: All right. Counsel, I'm going to ask you 4 to do the following: I'm going to deny, if there was a 5 motion to compel, which seems to be uncertain, and order you 6 to go back to meet-and-confer. If you are unable to reach an 7 agreement, then I would ask you to file a written motion, and 8 as part of that produce the document in camera for the court. 9 Excuse me, I have a cold these days. That's the best 10 resolution I can come up with out of that question. 11 Mr. Dugan, I'd like to hear you on the depositions now, 12 please. 13 MR. DUGAN: Yes, Your Honor. Would you like me to 14 discuss the Higgins or the Gauger deposition first? 15 THE COURT: Well, give me your reason why I'm not 16 correct in the question of Ms. Gauger -- I assume it's 17 Ms. Gauger -- then talk about Higgins. MR. DUGAN: Yes, Your Honor. So with respect to 18 19 Ms. Gauger, there were one or possibly two questions where we asserted deliberative-process privilege. One question where 20 21 we clearly did, and the second question it was a little 22 muddled. The question where we clearly asserted 23 deliberative-process privilege was, "Was there any discussion 24 of whether PRM needed to add a certain number of interviews

in order to comply with the injunction?"

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Now, we, I think, would concede that the scheduling of circuits rides and interviews is highly relevant to plaintiffs' theory of the case as we understand it, and as well the court's preliminary injunction order and order of January 9th denying our motion to stay. So we wouldn't dispute that testimony about circuit rides, where they occurred, maybe details about coming for interviews. That would all be fair game.

This specific question seems to us to implicate core deliberative material, in the sense that, as I understand the question, plaintiffs are asking about internal conversations, about whether the injunction required, again, a certain number of interviews.

Not only did that question strike the government as seeking an improper legal conclusion from a non-lawyer witness, it likely would have implicated attorney-client privilege, to the extent that either agency counsel or DOJ litigation counsel weighed in on that question. And it certainly implicates the deliberative-process privilege.

Now, I'm aware of the *F.T.C.* -- the *Warner* factors plaintiffs cited in their discovery letter. So I think the question then becomes, all right, if it's core deliberative material, have the plaintiffs nevertheless made a showing that they, I guess, need it, or that it's highly relevant to their analysis of the mootness issue.

Frankly, I just don't see how it is. And this brings me back into Your Honor's discussion with Mr. Cox. I think the salient question generally in these depositions is, what does the government do? Not, what are the different internal conversations, perhaps with counsel, or perhaps among policymakers or operators. The question is, what do we do? Not, what did we contemplate or what did we discuss? Because ultimately, regardless of what the conversations were, this court is going to assess the government's compliance in what I understand to be plaintiffs' future motion practice, or anticipated motion practice, based on what we did.

We could have had a conversation about having circuit rides all over the world. But it wouldn't make any difference. What matters is where did they actually go and what does the court understand about our obligations under the court's two orders of December and January?

The other question for Ms. Gauger, again, it was a little unclear whether this was really an invocation of privilege, the question was, "Did you consider adding other countries besides the ones listed?" And I objected and said, "I would instruct the witness not to answer. That being said, if the question is just what the witness considered, she can answer." And then plaintiffs' counsel said, the question is, just: Did you personally consider adding other countries?

So I think the witness answered that question. But if the

plaintiffs were trying to get the witness to answer what PRM considered, or what other state departments considered, I would say that question is improper for the same reasons that I just described. Internal deliberations and considerations are not what matters for the mootness inquiry; however, they might be for some hypothetical merits claim. What matters is what we did.

THE COURT: Well, would you agree with me that under at least the Warner case, the burden is on you to show me why disclosure would hinder frank and independent discussion regarding the contemplated policies and decisions? And specifically I'm warned, you know, don't listen to the generalities, listen to the specifics. And I don't see in your letter any discussion of that particular question -- you know, that factor of the Warner test.

MR. DUGAN: I agree with Your Honor that as I understand the case law in the Ninth Circuit, the burden is on the government to perfect its privilege. And I understand the chilling effect that I think Your Honor is referring to, and is one aspect of the deliberative-process privilege, and perhaps the -- one of the key impetus -- I don't know the plural for impetus -- impetuses for the deliberative-process privilege. But I think the Warner test requires a more comprehensive balancing.

And it seems to me that if the information sought is core

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deliberative, which I don't think plaintiffs are challenging, or at least I haven't heard that yet, if it's irrelevant, if there is other more relevant evidence available -- and here we would say the actual, the actual circuit rides that occurred, or the circuit rides that were finally planned, would be more relevant to determining whether we complied with the injunction, then I tend to think that those considerations should outweigh -- or, rather, those considerations are the most relevant and important considerations.

As far as the chilling piece, I don't have a really specific explanation for the court. But it seems to me that if agency decisionmakers are aware that their preliminary discussions or their not-final discussions about how to comply with the court order are going to become part of the public domain, people are going to be much less willing to speak. Because that's a big deal, right? The government takes seriously, as I had represented in prior filings, our obligation to comply with Your Honor's orders. So I would think that -- whether it's Ms. Gauger or anyone else -- it would be difficult and chilling for those individuals, for those career civil servants to know that their preliminary understanding or assessment of a court order, particularly for non-lawyers, would become something that would be part of public discourse. So, I agree with Your Honor that we have

the obligation or burden to prove it, or to satisfy Your Honor that we have perfected the privilege, I do think there is a risk of chill here, but I think the greater consideration is the utter irrelevance of this line of questioning, given the other evidence that we've allowed or the other questions we've allowed our witness to answer.

THE COURT: Well, counsel, here's my problem with that, which is, you've put in portions of the questions and answers, and you certainly put in your objections, but I don't see relevance as an objection in connection with this particular issue. Are you making a relevance objection?

MR. DUGAN: Well, Your Honor, in terms of -- so, Your Honor is correct that I didn't include relevancy as a stated objection during the deposition. In all candor, I don't typically impose or interpose a relevancy objection, because my understanding is that generally the scope of depositions is pretty broad. And I understand, although I can't cite a case for Your Honor, that relevancy is never waived in the deposition, it's something that can be litigated later.

I do think that the point of our letter to Your Honor -Your Honor noted we spent a good chunk of the letter talking
about the history of the case. The purpose of that
discussion was to illustrate that we think that the
challenged question both concerning the --

THE COURT: Counsel, stop. Will you start over about

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    two sentences ago, because you drifted off there.
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    sure if you got away from the phone, or what.
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             MR. DUGAN: I apologize, Your Honor. I'll stand
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    closer to the microphone.
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             THE COURT: Okay. And go slower.
             MR. DUGAN: Yes, Your Honor.
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             THE COURT:
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             MR. DUGAN:
                         What I was trying to convey is that the
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    letter that we submitted, the first couple of paragraphs, in
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    discussing the history of the case, the point we were trying
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    to convey, perhaps inartfully, was that all of the challenged
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    questions, both those from the Higgins deposition and those
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    from the Gauger deposition, correspond, in our view, to the
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    plaintiffs' merits theory of the case, or perhaps what we
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    think their merits theory of the case might be. So they are
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    patently irrelevant, because they do not go to the question
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    of, is the case moot? They do not go to the question of, did
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    the government comply with the court's preliminary injunction
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    order?
        So there is a relevancy, kind of an overarching relevancy
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    concern that I think is animating the government's position
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    in all of these discussions.
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             THE COURT: Mr. Dugan, it's my morning to beat up on
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          I mean, I'm referring to the Warner test, F.T.C. v.
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    Warner, Ninth Circuit, 1984. What is the first factor listed
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in the four-factor test?

MR. DUGAN: Relevance, Your Honor.

THE COURT: So it seems to me that you have a burden in regards to this, if you want me to find in your favor, in favor of the non-disclosure, to make that argument. And to sort of say: Well, it's not my usual practice to do so. I mean, lots of things are not my usual practice. But that doesn't get you out of the four-factor test. The Ninth Circuit loves multiple-factor tests, as you'll probably find out.

MR. DUGAN: Yes, Your Honor.

I appreciate Your Honor's point. And I guess I would reiterate that the whole purpose of our letter -- and perhaps, again, it could have been worded better -- was to convey to the court that we don't understand the challenged questions and answers, in both the Higgins and the Gauger depositions, to have anything to do with the mootness question before the court, to have anything to do with the limited jurisdictional discovery that the court authorized.

In other words, the questions are completely irrelevant. They're not just irrelevant in sort of the normal civil litigation sense where lawyers might disagree about how useful a fact is. They're irrelevant because they don't answer the question that is going to be presented to the court in the forthcoming motion practice -- I assume there

will be motion practice from both sides -- which is going to be, do the plaintiffs' claims continue to exist? And then kind of this related claim or concern about whether the government complied with the injunction.

I just don't see how what the agency decisionmakers might have contemplated that, you know, bears on that question. What is relevant -- the only thing that is relevant, I think, is what the agency did. And the same point holds back for the line of questioning about the history of the agency memo. I do not understand what that has to do with the mootness question before the court. It could be perhaps germane.

And if we find ourselves in six months or a year back at the table, if the court ultimately decides the case is going to be in some trajectory, we would have to have a further conversation then about which privilege should attach and why. But here, today, for the limited purpose for which the court has authorized discovery, I do not understand how any of these questions are remotely relevant to the issue that the court has signaled as the basis for jurisdictional discovery.

THE COURT: Well, how about her declaration that you submitted saying that these are attempts to comply with the court's preliminary injunction? It seems to me, sir, basically you've got your sword in one hand and your shield in the other, and you're using one or the other to argue in

favor of your litigation position. And I'm specifically forbidden to justify that.

MR. DUGAN: So I appreciate Your Honor's point. I guess what I would say in response that is, if Your Honor looks at the Gauger declaration, paragraph 6 is the relevant paragraph, what it says is, and I'm quoting, "In furtherance of its compliance with the court's injunction, the State Department currently plans to add locations to its request for its third quarter circuit rides where large populations of SAO nationals are ready for interviews," and then it goes on to list some countries.

In other words, that is a decision, right? At least it was at the time this document was signed. That was a representation from the agency saying, this is what we were going to do. It is fair game for the plaintiffs to ask the witness questions about that. I think the plaintiffs could ask a question about why those countries were chosen. And if the question went further about, were other countries considered, who talked about it, who said what to who.

But I don't think the fact that we told the court, this is what we are going to do to comply with the injunction, somehow exposes the full, underlying deliberative process.

And if that were the case, then I would think any time an agency revealed a decision, whether in the declaration or in a memorandum, or in some other kind of document promulgated

to the public, that would somehow eviscerate the underlying deliberations. But we know that's not the case, right? No case I'm aware of stands for the proposition that the privilege is eviscerated once a decision is reached. On the contrary, the whole point of the deliberative-process privilege is that it protects the predecisional deliberative communications, but not the final decision, or any actions taken pursuant to the final decision.

And, again, I would just suggest that the relevant and salient question here should be: What did the government do, and where did the circuit rides occur? And I think that's what the declaration is getting at. And I imagine there are other questions they could ask along those lines that would actually be relevant to their case at this posture.

THE COURT: All right. Well, let me summarize the court's rulings, then.

I've ordered you to go back and meet-and-confer in regards to the document. And if need be, if you're unable to reach an accommodation, to then file a motion under your protective order or a motion to compel. And I need to see the document, I need to see the heading, because I don't feel like I have enough information to rule on that as is.

In regards to Higgins, I'm going to stand by my earlier statements, particularly as -- I won't say "modified," but apparently you've reached some greater clarity on that.

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    She's obviously required to testify concerning her personal
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    knowledge or her personal opinion in regards to matters.
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    think the deliberative privilege can potentially -- and I
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    stress "potentially" -- exist, if the question is what were
    the factors that the decision was ultimately made on?
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    Something like that.
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        In regards to Gauger, I'm going to basically send you back
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    to a meet-and-confer and to talk about the question of
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    relevance. You know, I chide the government to some extent,
    Mr. Dugan, because it seems to me that since the first Warner
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    factor is relevance, I'm hearing more about relevance today
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    than really is in the letters. And given my rulings in
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    regards to Higgins, I would think that you could probably
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    work out acceptable questions that would resolve this matter
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    and not require the court to further intervene in it.
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        So, any questions that I can answer for you before I tell
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    you to go forth and do good?
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        Mr. Cox?
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             MR. COX:
                       Nothing further from plaintiffs, Your
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    Honor.
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             THE COURT: All right, Mr. Dugan?
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                         No, Your Honor. Thank you for your time.
             MR. DUGAN:
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    Nothing further.
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             THE COURT: All right. Then, counsel, we'll be in
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    recess.
             And I urge you all to be cooperative and recognize
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    that it's easy to get very involved in these discovery
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    questions. And when you come back to see me, you'll get a
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    decision that's using a hatchet as opposed to a scalpel,
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    which is never in the parties' interests. Take care and have
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    a good day. We're in recess.
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                                (Recess.)
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        I certify that the foregoing is a correct transcript from
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    /s/ Debbie Zurn
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    DEBBIE ZURN
    COURT REPORTER
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-Debbie Zurn - RMR, CRR - Federal Court Reporter - 700 Stewart Street - Suite 17205 - Seattle WA 98101-